

## Chapter 6

### Sample Emergency Operations Plan

6-1. General. The sample plan that begins on the next page provides illustrative examples of the parts of an EOP discussed in this CPG--basic plan, functional annexes, and hazard-specific appendixes.

6-2. Limitations of the Sample Plan. The sample is not a complete EOP, but is intended to provide examples to clearly illustrate the principles of the recommended planning approach and the prescribed relationships among the plan parts. The basic plan, annexes, and appendixes are incomplete and should not be expected to stand up to rigorous review techniques that are applicable to real plans and plan elements. A sample document that could stand up to such testing would require a very lengthy list of elements, a few examples of which are sufficient to illustrate the appropriate content for the parts of the plan. This sample should not, therefore, be used as a model plan.

6-3. Sample Plan Table of Contents. While numerous plan elements are mentioned in this CPG, only a few are illustrated in the following pages. Including all would far exceed the scope of this effort and would unnecessarily duplicate guidance already in existence, or better reserved for other programs and projects. The table of contents at the beginning of the sample plan is both functional and illustrative. It provides a complete outline of the Liberty County EOP, including both the elements for which samples are provided and those that have been mentioned or are implied to exist but remain as hypothetical as Liberty County itself. This inflated table of contents establishes the context for the plan elements provided and, once again, underscores the importance of those that have been excluded. Page numbers are given for the sample plan elements that are present. An asterisk (\*) entered in the place of the page number indicates that the plan element is not included in the sample plan. The page numbering system, beginning with the sample plan table of contents, changes from the standard one for CPG's to one that is typical for a local EOP.

Boxed items on the following pages provide guidance on use of the sample plan or other added notes that are not a part of the sample text.

LIBERTY COUNTY, COLUMBIA  
EMERGENCY OPERATIONS PLAN (EOP)

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\* An asterisk under the page number indicates that there  
is no illustrative example of the plan element in this sample  
plan.

## BASIC PLAN

### I. PURPOSE

This plan predetermines, to the extent possible, actions to be taken by the emergency organizations of Liberty County, its municipalities, and cooperating private institutions to prevent disasters if possible; to reduce the vulnerability of County residents to any disasters that cannot be prevented; to establish capabilities for protecting citizens from the effects of disasters; to respond effectively to the actual occurrence of disasters; and to provide for recovery in the aftermath of any emergency involving extensive damage or other debilitating influence on the normal pattern of life within the community.

### II. SITUATION AND ASSUMPTIONS

A. Situations. Liberty County is exposed to many hazards, all of which have the potential to disrupt the community, cause damage, and create casualties. Possible natural hazards include hurricanes, floods, tornadoes, forest and brush fires, and earthquakes. There is also the threat of war-related incidents such as a nuclear, biochemical, or conventional attack. Other disaster situations could develop from a hazardous materials accident, nuclear power plant accident, major transportation accident, terrorism, or civil disorder.

B. Assumptions.

1. The county and municipal governments are primarily responsible for emergency actions and will commit all available resources to save lives, minimize injury to persons, and minimize damage to property.

2. While it is likely that outside assistance would be available in most large-scale disaster situations affecting the County and while plans have been developed to facilitate coordination of this assistance, it is necessary for Liberty County to plan for and to be prepared to carry out disaster response and short-term recovery operations on an independent basis.

Include any other assumptions determined to be necessary during the planning process that are significant in terms of impact on actual emergency management activities.

### III. CONCEPT OF OPERATIONS

A. General.

1. Local, State, and Federal Roles. It is the responsibility of Liberty County government to protect life and property from the effects of hazardous events. Local government has the primary responsibility for emergency management activities. When the emergency exceeds the local government's capability to respond, assistance will be requested from the State government. The Federal Government provides assistance to the State as necessitated by the nature and scale of the emergency.

2. Relationship Between Emergency and Normal Functions. This plan recognizes the concept that emergency functions for groups involved in emergency management generally parallel their normal day-to-day functions. To the extent possible, the same personnel and material resources will be employed in both cases. It is generally true, however, that a disaster is a situation in which the usual way of doing things no longer suffices. It is desirable, and always attempted, to maintain organizational continuity and to assign familiar tasks to personnel. In large-scale disasters, however, it may be necessary to draw on

peoples' basic capacities and use them in areas of greatest need. Day-to-day functions that do not contribute directly to the emergency operation may be suspended for the duration of any emergency. Efforts that would normally be required of those functions will be redirected to accomplish the emergency task by the agency concerned.

3. Consistent with the State of Columbia's commitment to comprehensive emergency management, this plan is concerned with all types of emergency situations that may develop. It also accounts for activities before, during, and after, emergency operations. It heavily emphasizes, however, the capability of the Liberty County government to respond to and accomplish short term recovery from large-scale disasters.

#### B. Phases of Emergency Management.

1. Mitigation. Mitigation activities are those that either prevent the occurrence of an emergency or reduce the community's vulnerability in ways that minimize the adverse impact of a disaster or other emergency.

2. Preparedness. Preparedness activities, programs, and systems are those that exist prior to an emergency and are used to support and enhance response to an emergency or disaster. Planning, training, and exercising are among the activities conducted under this phase.

3. Response. Response involves activities and programs designed to address the immediate and short-term effects of the onset of an emergency or disaster. It helps to reduce casualties and damage and to speed recovery. Response activities include direction and control, warning, evacuation, and other similar operations.

4. Recovery. Recovery is the phase that involves restoring systems to normal. Short-term recovery actions are taken to assess damage and return vital life-support systems to minimum operating standards; long-term recovery actions may continue for many years.

#### C. Interjurisdiction Relationships.

1. Planning and Operations (P&O) Zones. For emergency management planning purposes, the territory of each county in the State of Columbia has been divided into P&O Zones. These zones may be incorporated municipalities alone, incorporated municipalities with some adjacent unincorporated territory, unincorporated parts of the county, or large institutions such as State facilities and military installations. The eight P&O zones in Liberty County are shown in Tab 1, Map 1 and are named and defined in the following list:

- a. Central City--All territory within the corporate limits of Central City.
- b. Fisherville--All territory within the corporate limits of the City of Fisherville.
- c. Columbia State Prison--All State-owned land assigned to the jurisdiction of the Warden of Columbia State Prison.
- d. Northwest Liberty--All territory north of State Route 5 and west of Interstate Highway 107, except the part of Central City located in that area.

The four zones listed above provide examples. In actual plans, all zones should be listed and defined.

2. Operational Areas (OA's). Each county in the State is designated an Operational Area for major emergencies by the State Disaster Act. Liberty County has an Operational Area Emergency Organization that will be a part of the statewide system for managing major emergency operations.

3. Mutual Aid Regions (MAR's). The State is divided into Mutual Aid Regions, as shown in Tab 1, Map 2. Each MAR has an emergency organization responsible for coordinating provision of assistance across county (OA) boundaries under major emergency conditions.

4. State. The State emergency organization is active at all times. In case of a major emergency, the State plays an important role providing direct support to the local level and in serving as a channel for obtaining and providing resources from outside the State.

#### D. Direction and Control.

1. The ultimate responsibility for emergency management in Liberty County belongs to the Chairperson of the Board of Supervisors, who heads the policy group of the Direction and Control Organization. There are four full-scale emergency management organizations in Liberty County. Besides the County itself, there are fully qualified emergency organizations for the cities of Central City, Fisherville and Harvest Junction. Each of these municipalities is a separate P&O Zone and will exercise full authority over emergency operations when the emergency situation exists entirely within the boundaries of their jurisdictions. Major emergencies in any other part of the county will be managed by the county-level emergency organization.

2. If more than one P&O Zone is affected or if there is a very serious emergency in one zone, the county organization will be activated; but it will not necessarily assume control of all functions. The county organization may decide to restrict its activities--relative to the affected P&O Zones--to monitoring, coordinating, and providing requested support.

3. In case of the threat or actual impact of a very destructive, widespread disaster which covers an extended time period, all eight P&O Zones may be activated and would provide a geographically comprehensive level of emergency organization below the Operational Area level. Under such circumstances, both the zones and the operational area would probably be functional as elements of a Statewide or National emergency organization. These types of organization and operations are described in the annexes and appendixes to this plan.

#### E. Continuity of Government.

##### 1. Succession of Command.

a. The line of succession of the County Board of Supervisors is from the Chairperson through the members of the board in order of their seniority on the board.

b. The line of succession to the emergency program manager is deputy program manager followed by operations officer.

c. The line of succession to each department head is according to the operating procedures established by each department.

d. The line of succession of the county manager is to the assistant manager, then to the director of the community affairs department.

2. Preservation of Records. Preservation of important records and measures to ensure reconstitution, if necessary, and continued operation of local government during and after catastrophic disasters or national security emergencies are covered in COG sections of the appropriate annexes and appendixes to this plan.

#### IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A General. Most departments within local government have emergency functions in addition to their normal duties. Each department is responsible for developing and maintaining its own emergency management procedures. Specific responsibilities are outlined in subparagraph IV.C., "Task Assignments," as well as in individual annexes. Responsibilities for certain organizations that are not part of local government are also presented. A chart showing the normal organization of the Liberty County government is given in Tab 2, Chart 1.

##### B. Emergency Organization.

1. Liberty County's Emergency Organization consolidates the existing agencies of the county government, departments of the municipalities which do not have full-scale emergency management organizations, and resources of the private organizations which have accepted responsibility for emergency management functions. The resources of Central City, Fisherville, and Harvest Junction are not included in the basic county emergency organization. Situations under which all organizations would be merged and centrally controlled are covered in Hazard-Specific Appendixes to this plan.

2. The Liberty County Emergency Organization and the participating agencies are shown in Tab 5.

##### C. Task Assignments.

###### 1. Emergency Program Management.

- a. Coordination of all phases of emergency management;
- b. Integrated emergency management planning;
- c. Staff training;
- d. Radiological defense;
- e. Resource management; and
- f. Communications and warning.

###### 2. Law Enforcement.

- a. Maintenance of law and order;
- b. Traffic control (including aerial monitoring);
- c. Control of restricted areas;

- d. Protection of vital installations;
- e. Warning support;
- f., Radiological monitoring support;
- g. Damage assessment support;
- h. Liaison and coordination with other law enforcement agencies;
- i. Evacuation of prisoners;
- j. Aerial rescue support;
- k. Medical rescue support; and
- l. Policy, coordination, and operations groups staff support.

Lists of task assignments similar to those above should be included for all pertinent public and private entities that would have some responsibilities during emergencies.

## V. ADMINISTRATION AND LOGISTICS

A. General. Administrative procedures are frequently designed, for good cause, to inhibit action by government personnel; and it is not unusual for the most cost-effective approach to solving a problem to require more time than an alternative approach that achieves the same results. It is clear, therefore, that some administrative procedures should be suspended, relaxed, or made optional under threat of disaster. Such action should, however, be carefully considered, and the consequences should be projected realistically.

B. Administrative Procedures. Clearly, it is desirable for the need for changes in administrative procedure to be foreseen and allowed for in plans. This should be done, to the extent possible, in annexes to this plan. Administration must facilitate operations to carry out appropriate disaster response actions. Procedures to achieve this goal will be detailed in this plan, and any necessary departures from business-as-usual methods will be noted.

## VI. PLAN DEVELOPMENT AND MAINTENANCE

A. General. This plan is the principal source of documentation on Liberty County's emergency management activities. Almost every agency of the government has responsibility for developing and maintaining some part of this plan. Overall coordination of this process will be carried out at the local level by the Liberty County Department of Emergency Management (LCDEM).

B. State and Federal Involvement. It is frequently necessary for emergency management planning and operations to be coordinated across jurisdictional boundaries. To properly carry out their role in this activity, State and Federal Government authorities may become involved in the local planning process. The nature and extent of this involvement will be coordinated through LCDEM, and all personnel involved will be fully informed. Nothing in the process of coordination and support should be interpreted as relieving agency chiefs of their responsibilities for emergency planning.

**C. Local Planning Responsibilities.** Following is a listing of agencies responsible for development and maintenance of each plan element:

Basic Plan	LCDEM
Annexes:	
Direction and Control	LCDEM
Communications	County Sheriff
Warning	LCDEM

All plan elements and agencies with responsibility should be listed.

## VII. AUTHORITIES AND REFERENCES

### A. Authorities.

1. Federal Civil Defense Act of 1950, Public Law 81-920, as amended.
2. Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended by Public Law 100-707.
3. Columbia Emergency Services Act, 1970, as amended.

Include the applicable local ordinances and any references related to material included in the basic plan.

## VIII. DEFINITION OF TERMS

Definitions should be provided for all terms and abbreviations in the Basic Plan that may not be immediately familiar to users of the document. The following terms are some of the more important ones used in this CPG.

**Annex.** As used in this CPG, a plan element devoted to one part of emergency operations that describes the jurisdiction's approach to functioning in that component area of activity in response to emergencies caused by any hazard that might affect the community.

**Appendix.** As used in this CPG, a plan element attached to a functional annex to provide information on special approaches or requirements generated by unique characteristics of specified hazards identified as being of particular concern to the jurisdiction.

Emergency Operations Plan (EOP). A document that clearly and concisely describes a jurisdiction's emergency organization, its means of coordination with other jurisdictions, and its approach to protecting people and property from the effects of disasters caused by any of the hazards to which the community is particularly vulnerable. It assigns functional responsibilities to the elements of the emergency organization and details tasks to be carried out at times and places projected as accurately as permitted by the nature of each situation addressed.

Emergency Program Manager (EPM). The individual responsible on a day-to-day basis for the jurisdiction's effort to develop a capability for coordinated response to and recovery from the effects of large-scale disasters. This official may be called the Civil Defense Director, Disaster Preparedness Coordinator, another similar title; and his or her duties may vary from jurisdiction to jurisdiction. The EPM is the link at the State and local level to our country's nationwide direction, control, and warning system and, therefore, plays a vital role in our country's preparedness for national security emergencies.

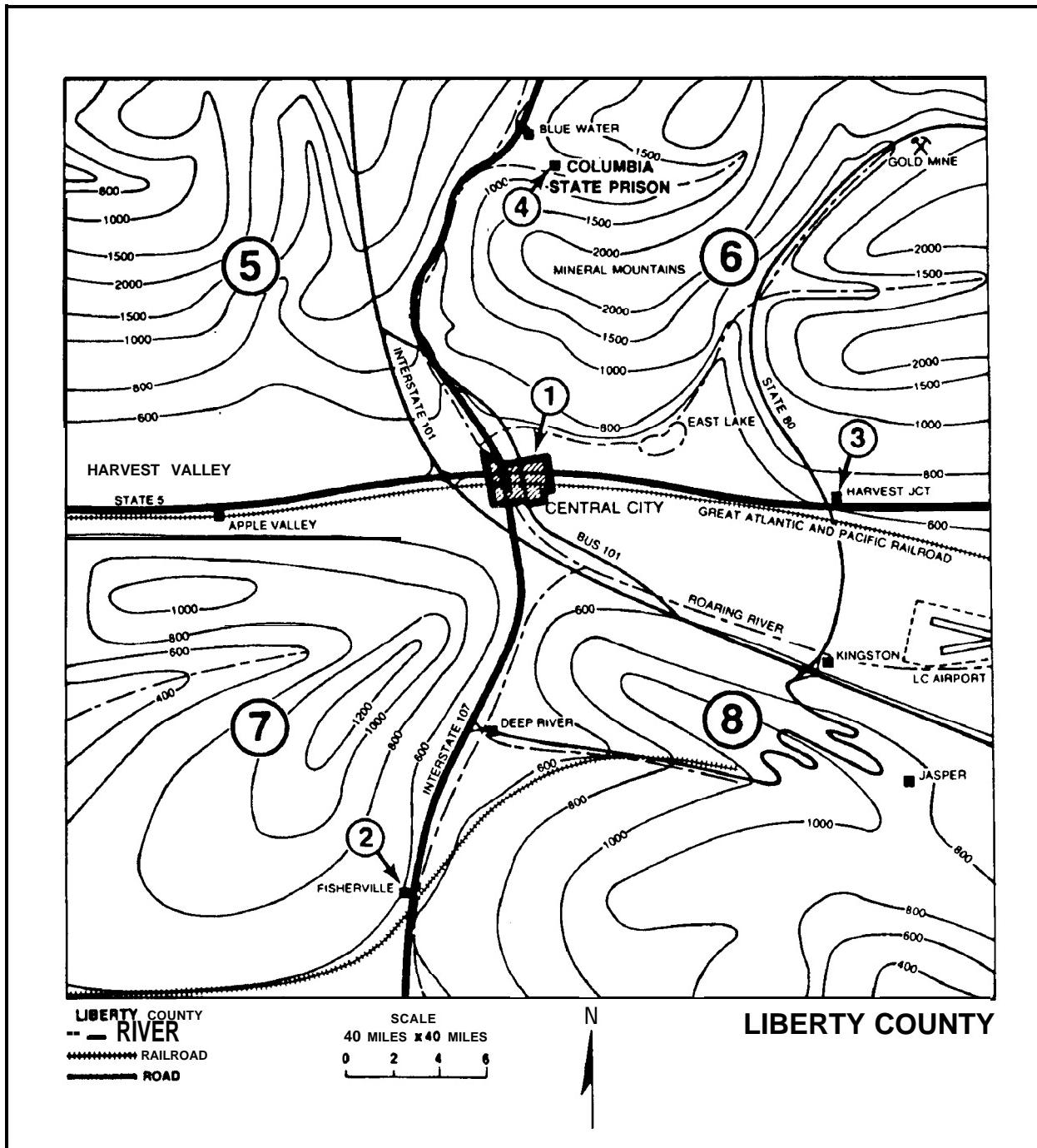
Function. A possible component or area of activity in emergency operations, e.g., firefighting, emergency public information, evacuation. It may combine several, or many, specific tasks or activities.

Standard (or Standing) Operating Procedure (SOP). Varies greatly in usage; generally a checklist or set of instructions on things to be done under specified conditions. Any information needed to accomplish a task, e.g., personnel rosters and resource inventories, are attached or cited in a readily available reference.

#### Tabs to the Basic Plan

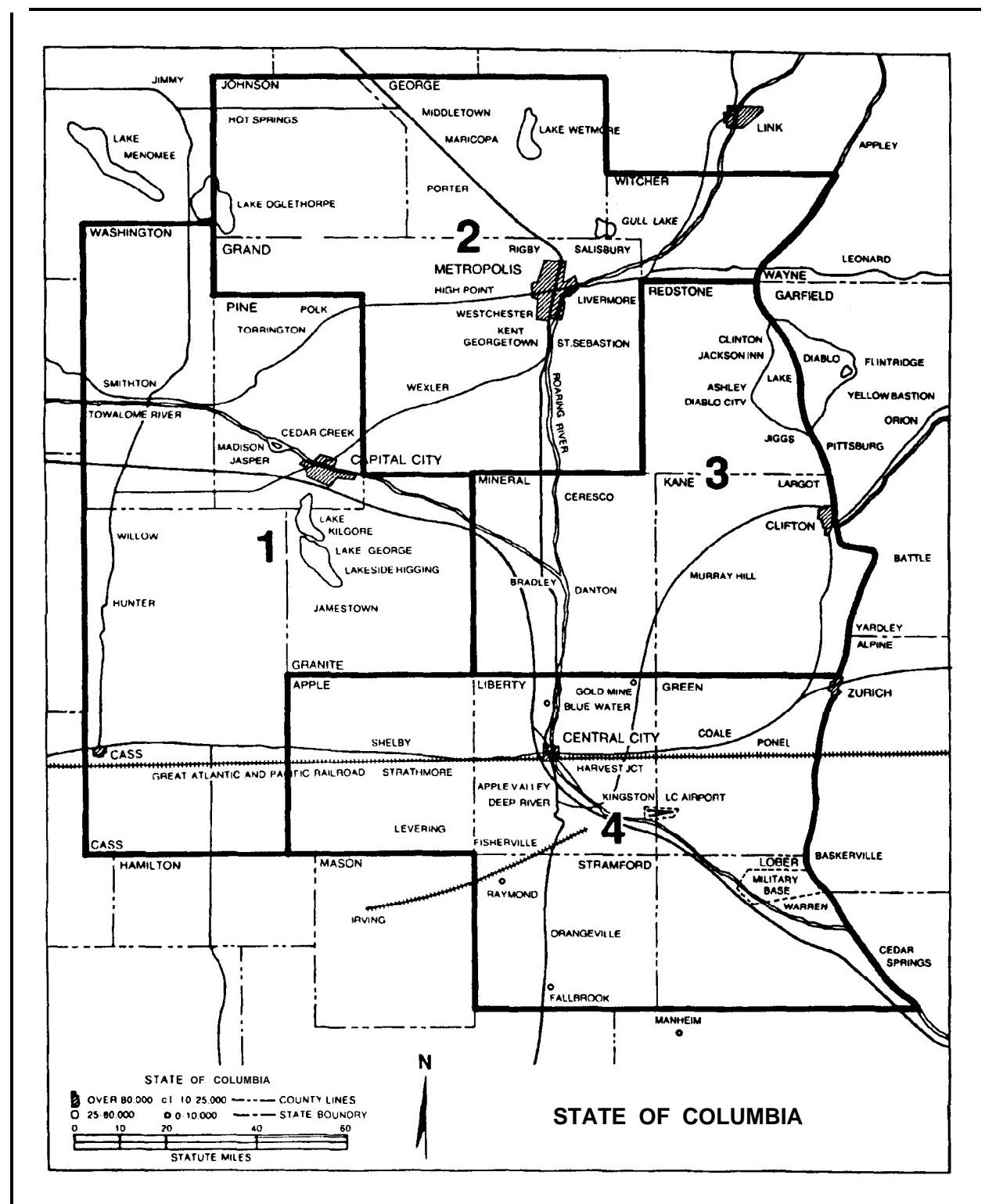
- Tab 1 - Map of Planning and Operations Zones
- Tab 2 - Map of Mutual Aid Regions
- Tab 3 - Liberty County Government Organization Chart
- Tab 4 - Emergency Responsibilities Matrix
- Tab 5 - Liberty County Emergency Organization Chart

## Tab 1 to the Basic Plan



## PLANNING AND OPERATIONS (P&amp;O) ZONES

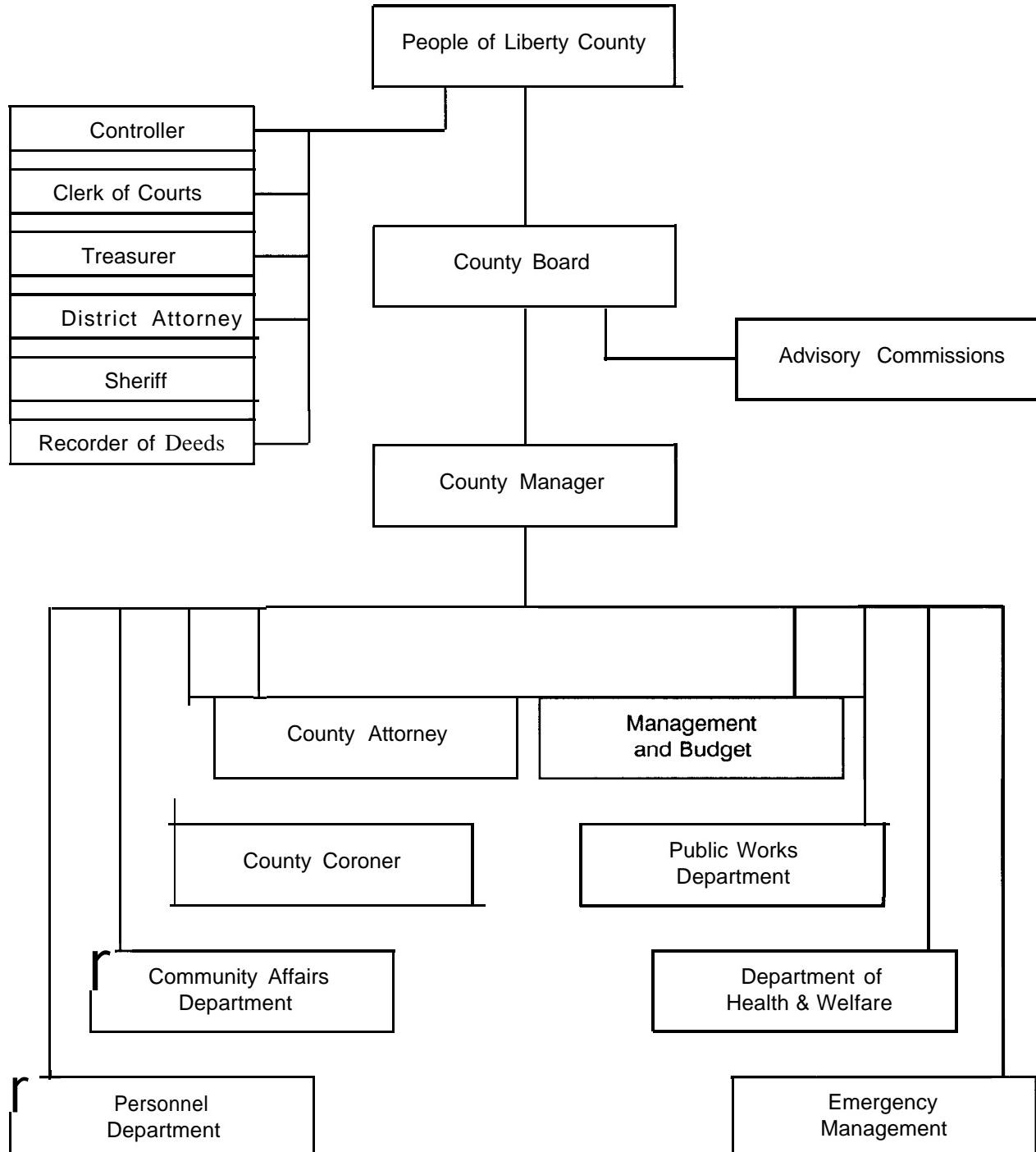
Tab 2 to the Basic Plan



## MUTUAL AID REGIONS

Tab 3 to the Basic Plan

**LIBERTY COUNTY, COLUMBIA**  
**Government Organization Chart**  
**June 30, 1989**



## IDENTIFICATION OF EMERGENCY RESPONSIBILITIES BY ORGANIZATIONAL ENTITY

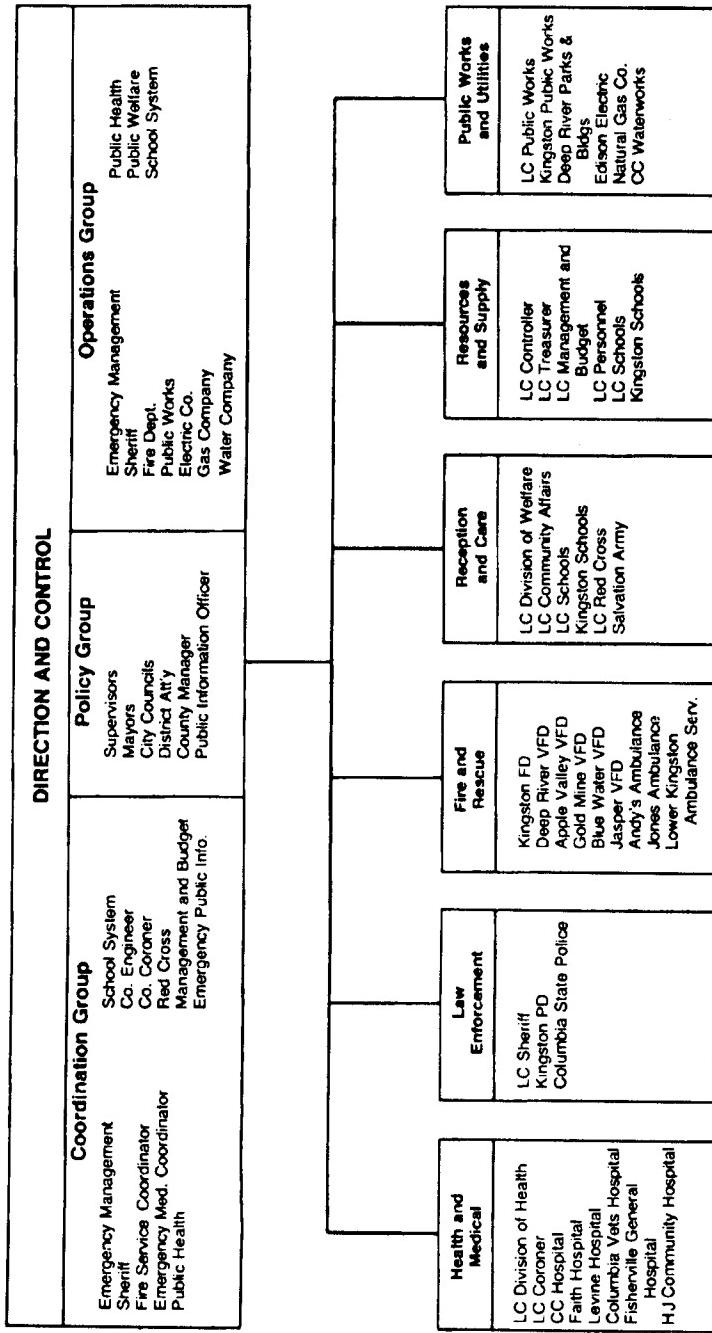
P = Primary Responsibility  
 S = Support Responsibility

<u>Organization</u>	<u>Function</u>									
County Board	S									
County Manager	P									
Controller	S									
Clerk of Courts	S									
Treasurer	S									
District Attorney	S									
Sheriff	S	S	S	S	S	S	S	S	S	S
Recorder of Deeds	S									
County Attorney	S									
Management and Budget	S									
Community Affairs Dept.	S									
Health and Welfare	S									
Personnel Department	S									
Emergency Management	S	P	P	S	P	S	S	P	S	S
Fire Service Coordinator	S			S		S	S	P	S	S
Etc.	S									

September 10, 1990

## Tab 5 to the Basic Plan

## **Liberty County Emergency Organization and Participation**



**Abbreviations:**

LC	— Liberty County
CC	— Central City
HJ	— Harvest Junction

## ANNEX A

## DIRECTION AND CONTROL

## AI. PURPOSE

This annex provides information on the facility, personnel, procedures, and support requirements for activating the county EOC and for directing and controlling emergency operations from that center, or from an alternate facility, in large-scale emergency situations.

## A.II. SITUATION AND ASSUMPTIONS

A. Situation.

1. The Liberty County EOC is located in the basement of the County Courthouse. Emergency services dispatching operations are normally carried on there, and local government communications are permanently installed.
2. Many of the hazards which exist in or about Liberty County have the potential for causing disasters of such magnitude as to make centralized command and control desirable or essential.
3. Liberty County is designated an "Operational Area" by the Emergency Services Act of the State of Columbia and has various emergency management coordinative responsibilities with respect to the State, neighboring operational areas, and municipalities within the county..

B. Assumptions.

1. Most emergency situations are handled routinely by the emergency services agencies of Liberty County.
2. Most major emergencies can be managed at the field level under established procedures of local government emergency services agencies.
3. In most major emergency situations, many management activities can be carried on at the EOC, thereby allowing field forces to concentrate on essential on-scene tasks.
4. In most large-scale disaster situations, centralized direction and control--i.e., activation of the local emergency management organization and EOC--is the most effective approach to management of emergency operations.

## A.III. CONCEPT OF OPERATIONS

A. General.

1. Because emergency services dispatching is carried on at the Liberty County EOC on a 24-hour-per-day basis, and because terminals for receiving warnings from the State and Federal levels of government are located in the EOC, the communications watch officer is likely to be aware of any major emergency situation affecting the county. Emergency situations vary markedly in speed of onset and in their potential for escalation to disaster proportions. The extent to which the EOC is activated and when it assumes command of emergency operations depends upon the type of emergency situation, its potential for escalation, its geographical extent, and other factors. The communications watch officer and the emergency services field commander may call for activation of the whole or any part of the EOC staff. Such action will be reported immediately to the Emergency Program Manager (EPM) or an alternate.

2. The EOC will ordinarily be fully activated and executive groups will assume control of emergency operations in any emergency situation of such magnitude as to require mobilization of elements of local government other than those principally involved in emergency services on a day-to-day basis.

3. In any emergency situation of such magnitude as to require emergency services personnel to establish a field command post and to initiate control under Incident Command procedures, some activities will be carried on at the EOC. Typically, these would include calling in an Operations Officer, a Public Information Officer, and an analysis team. These personnel would monitor the situation and determine the need for additional actions. The alerting of key officials may be ordered by the communications watch officer, the EPM, or any of their superiors in the Direction and Control Organization. The procedure for alerting key officials is included in the EOC Standard Operating Procedure (SOP) which is included as Tab 3 to this annex.

B. Interjurisdiction Relationships. The levels of government which have statutory responsibility for emergency management in the State of Columbia are the county and the State. The county has the authority to assume command of emergency operations in any emergency situation, as does the State if circumstances warrant. In practice, however, the level of government nearest the scene of the emergency with jurisdiction encompassing all of the threatened area manages emergency operations. If the emergency situation is confined to one or two Planning and Operations (P&O) Zones, the County will not ordinarily become involved in the response operations unless assistance is requested. The County is obligated, however, to closely monitor any serious emergency situation within its jurisdiction.

C. Continuity of Government. Continuity of Direction and Control may become problematical in some large-scale disaster situations.

1. Slowly Developing Disasters. If it is foreseen that the Liberty County EOC will become untenable, operations will be shifted to an alternate facility. If time permits, this will be a phased relocation with the off-duty shift moving to the safer location, making preparations and assuming control from that site so that the personnel remaining at the primary EOC can evacuate. The following alternate emergency operating facilities are given in order of suitability or level of capability already in place for carrying out Direction and Control. The selection must be made based not only on the general suitability but on vulnerability to the prevailing hazard environment. Additional information is included in the hazard-specific appendixes.

- a. Central City EOC,
- b. Fisherville EOC,
- c. ...

All available alternate emergency operating facilities should be listed.

## 2. Disaster with Immediate Onset.

a. If the Liberty County EOC is destroyed, severely damaged, or isolated by loss of communications, Direction and Control of countywide emergency management activities will be assumed by the emergency management organization of one of the P&O Zones. This organization will be augmented as necessary by personnel drawn from the other P&O Zones or from the private sector. The following order of succession applies to Direction and Control organizations:

- (1) Liberty County;
- (2) Central City;
- (3) Fisherville;
- (4) Harvest Junction; and
- (5) Kingston.

b. If county and all P&O Zone emergency organizations are out of action, State of Columbia officials will establish a Direction and Control organization for surviving field forces, drawing personnel from the Mutual Aid Region.

#### A.IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. County Direction and Control Organization. The Liberty County Direction and Control Organization has three basic groups--policy, coordination, and operations--as shown in the chart in Tab 1.

1. Policy Group. The ultimate authority for emergency management in Liberty County is the Chairperson of the County Board of Supervisors, who heads the policy group. The policy group exercises broad control over emergency operations, gives guidance on matters of basic policy, and provides official information and instructions to the public.

2. Coordination Group. The coordination group analyzes all available information on the situation, develops and refines a joint response and recovery strategy, plans the deployment of field units to ensure the availability of appropriate force to deal with the situation at particular locations, and makes certain that the operating forces of various agencies work together in a mutually supportive way.

3. Operations Group. The operations group implements the strategy and plans of the coordination group. It communicates with field forces and keeps a record of their status; it issues instructions to particular units and keeps track of their progress in carrying out the instructions.

#### B. Responsibilities.

##### 1. Department of Emergency Management.

a. Develops and maintains an EOC-SOP, coordinating with all agencies and organizations having emergency management responsibilities.

b. Provides training for the EOC staff.

c. Provides personnel for the Direction and Control Organization. (See Tabs 1 and 2.)

##### 2. Sheriffs Department.

a. Provides physical security for the EOC.

b. Provides personnel for the Direction and Control Organization. (See Tabs 1 and 2.)

Provide lists of task assignments for all organizations with responsibilities relating to Direction and Control or the emergency operating facility.

## A.V ADMINISTRATION AND LOGISTICS

The Liberty County Sheriffs Department administers the emergency services dispatching operation 24 hours per day in the EOC. Adjoining office space is used by the County Department of Emergency Management. The maintenance of the physical facility is the responsibility of the Facilities Management Division of the Office of Management and Budget. These and several other county agencies have administrative and logistical responsibilities related to the EOC and Direction and Control. The County Manager, therefore, is responsible for overseeing Direction and Control Administration and Logistics. Under his or her supervision, the Department of Emergency Management develops and coordinates all necessary procedures for operations, internal communications, organization, staffing, physical requirements, equipment, supplies, training, etc., for large-scale disaster response and recovery Direction and Control. These procedures are detailed in the EOC-SOP, which is attached to this annex as Tab 3.

## A.VI. PLAN DEVELOPMENT AND MAINTENANCE

This annex is a responsibility of the Liberty County Department of Emergency Management. It is coordinated throughout the County emergency management organization. All organizations with emergency management responsibilities must make provision in their annexes or SOP's to support Direction and Control Operations as described in this annex and its appendixes.

## A.VII. AUTHORITIES AND REFERENCES

A. Authorities. Not used. See item VII of the Basic Plan.

B. Reference.

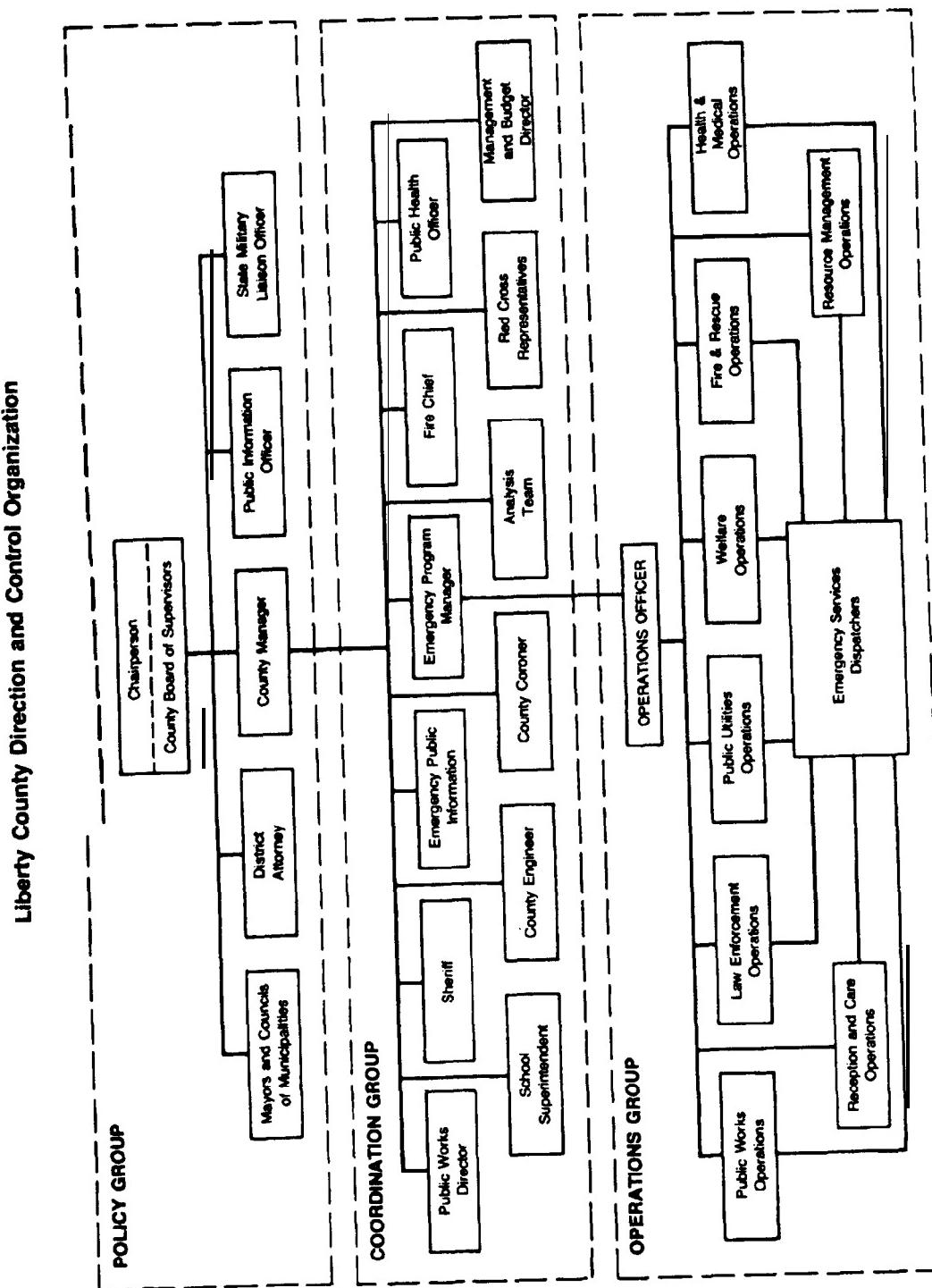
Federal Emergency Management Agency, CPG 1-20, Emergency Operating Centers Handbook, Washington, DC, 1984.

## AVIII. DEFINITION

Emergency Operating Center (EOC). The protected site from which civil government officials (municipal, county, State, and Federal) exercise direction and control in an emergency.

September 10, 1990

Tab 1 to Annex A



September 10, 1990

Tab 2 to Annex A

## STANDING EOC STAFF ORGANIZATION AND ASSIGNMENTS

<u>Position</u>	<u>Name</u>	<u>Alternate</u>
-----------------	-------------	------------------

## 1. Policy Group

Chairman	Bob Bland	Ethel White
Supervisors	All	N/A
District Attorney	Les Quire	Bret Sauer
County Manager	Harden Nales	Lester Finn
Public Information	Alice Nown	Estelle Nunn

Provide a complete list.

## 2. Coordination Group

Emergency Manager	Mary Smith	Fred Jones
Sheriff	Sue Munoz	Ben Banks
Public Works	Herb Taney	Gene Grand
Public Health	M. D. Ross	Karen Kelley
Disaster Analysis Chief	Hayes Abbott	Gary Baker

Provide a complete list.

## 3. Operations Group

Operations Officer	Will Uttley	Ann South
Law Enforcement	Mack Magee	Greta Gordon
Fire & Rescue	Lars Lord	Harry Hunt
Plotter	Marie Scrawls	Sam Davis
Emergency Services Dispatcher	Gail Speaks	Otis Wood

Provide a complete list.

Tab 3 to Annex A

Emergency Operating Center Standard Operating Procedure  
(EOC-SOP)

The EOC-SOP is a critically important part of the jurisdiction's EOP. It should be included as an attachment to the Direction and Control Annex. Guidance on the development of the EOC-SOP, including a sample document, is included in FEMA publication, CPG 1-20, Emergency Operating Centers Handbook. Among the important topics covered in that guide are maps, displays, operations room layout, message forms, message handling, and procedures for alerting key officials.

## APPENDIX A.1

DIRECTION AND CONTROL FOR NUCLEAR ATTACK  
OR OTHER THREAT TO NATIONAL SECURITY

## A 1.1. PURPOSE

This appendix treats the augmentation of the Direction and Control organization for situations that require large-scale civilian mobilization.

## A.1.II. SITUATION AND ASSUMPTIONS

A. Situation. If it should ever become necessary to mobilize our country to deal with a threat to national security, Liberty County would function as a local Operational Area in a nationwide effort in accordance with Federal, State, and local emergency management plans.

B. Assumptions.

1. In the nuclear age, emergency management planning for a national security emergency must focus on the possibility of nuclear attack. War-caused disasters, however, might result from other hostile actions such as biological warfare and terrorist attack.

2. In a nuclear attack threat or other national security emergency situation, the entire emergency organization of Liberty County would be activated or in the process of activation. Liberty County would function as an Operational Area reporting directly to the State. All seven of the county's P&O Zones would be active and operating as elements of the county emergency organization.

## A. 1.111. CONCEPT OF OPERATIONS

A. Stages of a Nuclear Defense Emergency. A nuclear defense emergency may have three stages: (1) preemergency, (2) emergency, and (3) postemergency. Preemergency is the normal peacetime situation. Liberty County will carry out a broad range of preparedness activities, such as planning, organizing, systems development, training, and exercising to develop a high level of capability to cope with any major emergency. The emergency stage is associated with a period of heightened international tension and hostility that could escalate to warfare. This stage may have several phases--increased readiness (during a period of international crisis), attack warning, transattack, and postattack. Increased readiness actions, as described and categorized in FEMA Publication CPG 1-7, Guide for Increasing Local Government Civil Defense Readiness During Periods of International Crisis, will be carried out. At an acute level of crisis, it may be necessary to implement evacuation and in-place shelter plans. This stage may or may not be followed by a nuclear attack.

B. Decentralized Control in Transattack and Postattack Phases. If there is a nuclear attack, communications may be disrupted for an unknown period of time. It will be necessary for response actions to be controlled independently by each P&O Zone. Possible and necessary response and recovery actions in the transattack and postattack phases depend on the proximity of detonations and the level of danger from such effects as fire and radiation. These actions and conditions are covered in nuclear attack defense action checklists.

C. Crisis Resolution. If the emergency is resolved before a nuclear exchange and it is determined that there is no longer a serious threat of attack, postcrisis actions will be required to facilitate an orderly transition back to a normal situation.

**A.1.IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

A. Organization. In a state of war emergency, Liberty County will be one of about 3,400 local "Operational Areas." All eight of the county's P&O Zones, described in the Basic Plan, will be fully activated. A chart showing the emergency organization used at the county level and in all P&O zones is included in a Tab of the Basic Plan.

B. Assignment of Responsibilities.

1. When the countywide emergency management organization is fully activated, the Central City Fire Chief serves as Chief of the Fire Service and commands all fire suppression forces in the county.

2. In a state of war emergency, the in-place protective shelter system is activated as a high-priority function. The Liberty County Department of Emergency Management, under supervision of the policy group, provides the Direction and Control staff for this function. Field personnel and equipment are provided by all elements of the emergency organization, but primarily by Reception and Care, Resources and Supply, and Public Works and Utilities. Details are included in the In-Place Protective Shelter Annex to this plan.

3. In a state of war emergency, the radiological protection system is activated as a high-priority function. The Liberty County Department of Emergency Management, under supervision of the Policy Group, provides the Direction and Control staff for this function. Field personnel and equipment are provided by all elements of the emergency organization. Details are included in the Radiological Protection Annex to this plan.

Include any additional task assignments related to Direction and Control in a nuclear attack defense emergency.

**A.1.V. Not used. See A.V. and Annex A-Tab 3, EOC-SOP**

A.1.VI. Not used. See A.VI.

**A.1.VII. Not used. See AVII**

**A.1.VIII. Not used.**

Additional appendixes should be developed to cover unique aspects of Direction and Control for other specific hazards.